

Procurement Request Number: N/A
Justification for OTFAOC Number: (tracking number) assigned by Competition Advocate staff)

**JUSTIFICATION AND APPROVAL
TO PROCURE USING LIMITED SOURCES JUSTIFICATION**

Upon the basis of the following justification, I, as the Head of the Contracting Activity (HCA), hereby approve the use of other than full and open competition of the proposed contractual action pursuant to the authority of 10 U.S.C. 2304(c) (2), Unusual and Compelling Urgency.

JUSTIFICATION

1. Agency: The Joint Interoperability Test Command (JITC), 2001 Brainard Road, Building 57305, Fort Huachuca, AZ 85670.

Contracting Office: DISA/DITCO/Multiple Award Contracts Section, PL831, 2001 Brainard Road, Building 57305, Fort Huachuca, AZ 85670

2. Nature/Description of Action(s). This requirement is to award a modification to Interop Joint Venture II against their existing contract NBCHC020003 that will raise the ceiling value by \$55,000,000. This contract is one of three multiple-award, task order contracts using T&M labor rates with Award Fee.

3. Description of Supplies/Services.

Interop Joint Venture II contract, NBCHC02003, was competitively awarded October 9, 2001, in the amount of \$304,945,759.42, with a period of performance as follows:

Phase-in: December 1, 2001 – February 28, 2002
Base Period: March 1, 2002 – February 29, 2004
First Option Period: March 1, 2004 – February 28, 2006
Second Option Period: March 1, 2006 – February 29, 2008
Third Option Period: March 1, 2008 – February 28, 2010

The contract also contains FAR clause 52.217-8, Option to Extend Services (Nov 1999), which allows the Government to extend the performance under the contract up to six months.



Due to the transition of this contract between 3 different Federal Agencies, the following information is provided:

The Acquisition Plan, Source Selection Plan, Award Fee Plan and Request for Proposal, were approved by the Department of Army, Intelligence Center and Fort Huachuca, for the award of this contract. In January 2001, the Army transferred the requirement to the Department of Interior, National Business Center (DOI/NBC).

On October 9, 2001, the DOI/NBC awarded 3 multiple-award JITC Omnibus contracts to: TRW (now Northrop Grumman Mission Systems), Logicon (now Northrop Grumman Information Technology), and Interop Joint Venture II (ManTech and Electronic Warfare Associates (EWA)).

In November 2006, the administration of this contract was transferred from DOI/NBC to DITCO-PLD under its newly established satellite office, JITC Contracts Support Branch (PL-65). On February 15, 2009, the JITC Contracts Support Branch (PL-65) transitioned under DITCO-Scott, Multiple Award Contracts Section (PL831).

The intent of the modification is to raise the ceiling value by \$55,000,000. The ceiling increase is based on Interop Joint Venture's ceiling increase proposal and discussions with various JITC staff members. It consists of \$30,000,000 to cover the testing of Tri-care Management Activity (TMA)/Joint Medical Information Systems (JMIS), \$15,000,000 to cover Facilities Management and \$10,000,000 to cover Other Direct Costs under the contract. Further, it will allow Interop Joint Venture II to continue providing support for approximately 200 active tasks. These tasks were competed between the three JITC Omnibus Support contractors for both JITC mission and customer reimbursable work. The Joint Interoperability Test Command (an organizational element of the Defense Information Systems Agency, Test & Evaluation Directorate), has responsibility for certifying joint and combined interoperability of all DoD Information Technology (IT) and National Security Systems (NSS) that exchange and use information to enable units or forces to operate effectively in joint, combined, coalition, and interagency operations. Its customers include the Air Force, Army, Navy, Marine Corps, Combatant Commands, Tri-care Management Activity (TMA) and DoD Agencies.

JITC follows the processes outlined in Chairman, Joint Chiefs of Staff Instruction 6212.01, *Interoperability and Supportability of Information Technology and National Security Systems*, to perform their joint interoperability test and certification mission. This document establishes policies and procedures for developing, coordinating, reviewing, and approving IT and NSS interoperability needs.

With the increasing demand for IT and NSS certifications, JITC's mission continues to grow. Specifically, three areas that have experienced significant growth under the contract are: 1) Testing of Tri-care Management Activity (TMA)/Joint Medical Information Systems (JMIS); 2) Facilities Management and 3) Other Direct Costs. Each will be addressed separately below:

1) Tri-care Management Activity (TMA)/Joint Medical Information Systems (JMIS):

As part of its competitively awarded task, Interop II Joint Venture provides support on behalf of JITC for the Independent Developmental Test and Evaluation (IDT&E), requirements definition, and Wounded Warrior (WW) line of actions (LOA) for the Tri-care Management Activity (TMA)/Joint Medical Information Systems (JMIS). This work includes ensuring that DT&E test events and results (including System Integration Test, System Qualification Test, and System Acceptance Test) are independent of the Program Management Offices (PMO), and provides the Milestone Decision Authority (MDA) with unbiased test results with analysis and recommendations to support the fielding decisions of the joint medical systems. Further, it provides direct early involvement to the requirements definition directorate, ensuring the requirements are testable.

2) Facilities Management:

Interop Joint Venture II provides facilities management and maintenance of the JITC buildings and grounds. As part of its competitively awarded task, Interop is required to lease modular constructed buildings and trailers to provide office space on the JITC compound for contractor employees who perform test and evaluation and other requirements in support of the contract.. From FY06 to FY09, JITC's reimbursable customer orders are projected to increase by 43%. This increase in reimbursable customer orders has caused a corresponding increased use of our facilities. As our reimbursable customer orders have grown, so have the number of contractor hours required to support those orders.

Interop Joint Venture II provides a trained work force that maintains, repairs, and makes minor modifications/upgrades to the JITC buildings, networks, utilities, and communications infrastructure. They also provide other support services such as supply, shipping and receiving, maintaining accountable property records, managing the technical publication library, graphic arts, and document reproduction services.

Additionally, Interop Joint Venture II provides a trained work force with appropriate security clearances to support the JITC DISANet, NIPRNet, and SIPRNet networks. The Interop technicians provide help desk support, respond to service/repair requests, administer mission servers, and configure/maintain the mission support networks.

3) Other Direct Costs (ODCs):

Interop Joint Venture II's facility task has significantly increased ODC expenditures, as a result of the Fort Huachuca Department of Public Works (DPW) implementing and enforcing a policy that prohibits government owned/leased temporary buildings. Additionally, JITC owns several temporary buildings that were erected before the recent DPW policy change. These buildings needed to be repaired and maintained under the Interop task since the Fort Huachuca DPW will not provide any support to these

buildings. The continued use of leased and temporary buildings is mandated by JITC's growth (averaging approximately 10% annually) over the past few years.

The estimated value of the proposed modification is \$55,000,000 and will be funded with FY08 or FY09 RDT&E dollars. The contract is currently in its final option period. This modification would allow the contract to continue under its current period of performance from March 1, 2008 through February 28, 2010. Further, the contract contains FAR clause 52.217-8, Option to Extend Services (Nov 1999), which would allow the Government to extend the performance under the contract up to six months. The \$55M ceiling increase includes the potential for exercising this option to allow for a six-month extension.

4. Identification of Statutory Authority. This award is being conducted under the authority of 10 U.S. C. 2304(c) (2), Unusual and Compelling Urgency.

The Interop Joint Venture II contract will reach its funding ceiling in approximately one to two months. Under the basic contract, there are approximately 200 active tasks which were competed between the three Omnibus contractors and awarded on a Best Value Trade-Off basis to Interop. Not only would it be a duplication of Government time, effort and cost to recompetete these tasks among the other two Omnibus competitor contractors, a competition could not be done in sufficient time to avoid a break in service. These tasks are for various critical functions in support of the JITC mission and customer reimbursable work for testing and evaluation of hardware and software in support of the Warfighter. It is critical that these tasks continue without a break in service. For example, Interop Joint Venture II possesses the skills and in-depth program knowledge necessary to continue uninterrupted support on the TMA)/Joint Medical Information Systems (JMIS) tasks. The work is critical to and directly associated with the DoD Warfighter, providing support to the medical community that directly affects the medical systems that are at the forefront of the DoD electronic health records effort. Interop Joint Venture II has provided Subject Matter Experts (SMEs), Medical Doctors, Registered Nurses, dentists, hospital administrators, and logisticians, from the medical field that have contributed significantly to quality testing that directly correlates to quality IT/medical systems fielded. Recompeteting the Interop contract or tasks would immediately result in delays in fielding of medical systems and changes to medical systems that support the DoD Warfighter.

5. Demonstration of Contractor's Unique Qualifications.

In order to demonstrate Interop Joint Venture II's unique qualifications in supporting the Tri-care Management Activity (TMA)/Joint Medical Information Systems (JMIS), the following information is provided:

In 2006, TMA/JMIS selected JITC to provide the IDT&E on the joint medical systems in the Test and Evaluation (T&E) phase of acquisition. These tasks were competed under the JITC Omnibus contracts, where the Contracting Officer competitively selected

Interop Joint Venture II to provide this service. Since that time, Interop Joint Venture II has provided JITC's customer with critical T&E services, requirements definition and Wounded Warrior (WW) Line of Actions (WW LOA) analysis support that have been essential to the TMA/JMIS IDT&E effort. The independence of this T&E support has provided the Milestone Decision Authority (MDA) with a strong level of confidence in the fielding decisions.

Interop Joint Venture II has provided Subject Matter Experts (SMEs), Medical Doctors, Registered Nurses, dentists, hospital administrators, and logisticians, from the medical field that have contributed significantly to quality testing that directly correlates to quality IT/medical systems fielded. Additionally, they built a core technical test team that supports the technical areas of testing, to include integration of test tools in the T&E within JMIS. Interop Joint Venture II has standardized the DT&E process across the JMIS PMOs, and has a knowledge base of the inner-workings of the JMIS T&E necessary to providing outstanding DT&E support.

Interop Joint Venture II has worked closely with JMIS on fortifying the SME support for functional and technical testing, to include test tools, Wounded Warrior requirements analysis, and support to the requirements development team. Because of this extensive involvement, Interop Joint Venture II has developed a cadre of knowledgeable and experienced personnel, cognizant of and well versed in all aspects of the JMIS medical systems and DT&E process. These resources are essential to achieve a successful IDT&E of the multitude of JMIS medical systems. Success is dependent on contractor support with expert knowledge of the DT&E, coupled with an in-depth knowledge of the medical systems, requirements, technical testing, and Wounded Warrior medical support requirements. Success also includes knowledge and experience with the history, corporate knowledge, political impacts, customer priorities, working relationships (trusted partnership), processes, and many other factors associated with these systems.

Interop Joint Venture II possesses the skills and in-depth program knowledge necessary to continue uninterrupted support on these tasks. The support that this proposed contract modification is requesting provides comprehensive DT&E support to the medical community. This work is critical to and directly associated with the DoD Warfighter, providing support to the medical community that directly affects the medical systems that are at the forefront of the DoD electronic health records effort. Interop has the requisite knowledge and skills onboard to perform these tasks within the medical community. Recompeting these tasks again would have a detrimental impact on the medical systems that support the Warfighter. Specifically, this would immediately result in delays in fielding of medical systems and changes to medical systems that support the DoD Warfighter. Testing efficiencies, workarounds, experience with test tools, lessons learned, and other knowledge gained by Interop would be lost – reducing the cost effectiveness and ability to complete the mission. The reputation of JITC and DISA would also be negatively affected by breaking the trusted partnership that has taken years to build.

Attempting to find another contractor to pick up this work at this time is neither cost effective nor mission centric, especially given the critical nature of support the medical

systems provided to the Warfighter. Accordingly, Interop Joint Venture II is the only source capable of providing this support.

In regards to Facilities Management and Other Direct Costs, an urgent and compelling need exists to continue the current contract with Interop Joint Venture II. The incumbent contractor, Interop Joint Venture II, has the infrastructure, resources, expertise, and security clearances in place to provide immediate support without the risk of an unacceptable break in service. Moreover, they were awarded these tasks based on a best value competition between the other two JITC Omnibus contractors.

6. Synopses of proposed contract action. This authority is exempt from synopsis pursuant to FAR 5.202(a)(2) in that the Government would be seriously injured if the agency complies with the time periods specified in FAR 5.203.

7. Determination of Fair and Reasonable Cost: The Contracting Officer will determine fair and reasonable pricing based on the existing contractually incorporated T&M labor rates and through competition of the individual task orders between the three JITC Omnibus contractors. [REDACTED]

[REDACTED] cost information available, the contracting officer has adequate information to ensure that the cost to the government for this modification will be fair and reasonable.

8. Description of Market Research. A survey of the market supports there are other contractors of similar size, capability and with the available labor categories who would be potential sources capable of providing the required technical services to the Government at fair and reasonable prices. This survey was based on a review of several websites to include DISA's Encore II contracts, GSA Schedules and contractor brochures. However, there is an urgent and compelling need to continue this service as a break in service is unacceptable and not in the best interest of the Government.

The JITC Omnibus Contracts are in the process of being competitively recompeted. The Government plans to issue a sources sought synopsis to determine available sources to include small businesses for potential set-asides.

Contractors will be invited to compete for the follow-on contract upon posting of the synopsis on the FEDBIZOPPS website.

9. Any Other Supporting Facts. The contract is currently in its final option period. This modification would allow the contract to continue under its current period of performance from March 1, 2008 to February 28, 2010. It should be noted that the contract does contain FAR clause 52.217-8, Option to Extend Services (Nov 1999) which would allow the Government to extend the performance under the contract up to six months.

10. Listing of Interested Sources. The DITCO-Scott, Services and Support Branch, PL831, is currently working on the follow-on contract in conjunction with JITC and

DISA Headquarters. Upon issuance of the sources sought synopsis, a list of potential vendors will be developed.

11. Actions Taken to Remove Barriers to Competition

[REDACTED] JITC is responsible for planning, conducting, evaluating and reporting results of testing and related systems engineering for various aspects of National Security Systems (NSS) and Information Technology (IT) with emphasis on their application to joint and /or combined operations. This includes developmental testing, operational testing, interoperability certification and technical support to the Warfighter. JITC operates and maintains facilities at Fort Huachuca, Arizona; Indian Head, Maryland and various multiple locations within the National Capital Region, Virginia. The proposed modification to the Interop Joint Venture II contract to raise its ceiling value will provide the DITCO-Scott adequate time to conduct the follow-on competition, thereby minimizing any duplication of cost and avoiding any unacceptable breaks in service.

12. Reference to the Approved Acquisition Plan (AP)

[REDACTED] the Interop Joint Venture II contract ceiling of \$304,945,759.42, [REDACTED]

TECHNICAL AND REQUIREMENTS CERTIFICATION (FAR 6.303-1(b) and DARS Subpart 6.303-1(b)). I certify that the facts and representations under my cognizance which are included in this justification and which form a basis for this justification are complete and accurate.

Technical Cognizance:

Signature: _____/S/_____ Date _____ 27 Mar 09
Michael Lynch, Contracts, Agreements & Security Branch Chief and Contracting Officer's Representative, Joint Interoperability Test Command
Office: 520-538-5006

Requirements Cognizance:

Signature _____/S/_____ Date _____ 27 Mar 09
Ric Harrison, Business Management Division Chief,
Joint Interoperability Test Command
Office: 520-538-5124

REVIEW FOR LEGAL SUFFICIENCY (DARS 6.303-1 (S-92)) This justification is determined legally sufficient.

Signature /S/ Date 27 Mar 09
Ric Harrison, Business Management Division Chief,
Joint Interoperability Test Command
Office: 520-538-5124

REVIEW FOR LEGAL SUFFICIENCY (DARS 6.303-1 (S-92)) This justification is determined legally sufficient.

Signature [Signature] Date 2 Apr 09

CONTRACTING OFFICER CERTIFICATION (FAR Subparts 6.303-1(a), 6.303-2(a)(12))

I certify that this justification is accurate and complete to the best of my knowledge and belief.

Signature [Signature] Date 27 March 2009
NANCY E. JOHNSON, Contracting Officer PL831 520-538-5529

HEAD OF CONTRACTING ACTIVITY APPROVAL (FAR Subparts 6.303-1(a) and 6.303-2(a)(12))

I have reviewed this justification and find it to be accurate and complete to the best of my knowledge and belief. Since this Justification for OTPAOC does not exceed \$78.5M, this review serves as approval.

APPROVED BY: (FAR 6.304 and DFARS 206.304)

Signature: _____ Date: _____
Ms. Kathleen Miller
Director for Procurement
Chief, Defense Information Technology
Contracting Organization

Kathleen Miller

7 Apr 2009